

(CLASSIFICATION)

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## OFFICE OF THE DIRECTOR

Action Memorandum No. 316Date 21 November 1963

TO : Deputy Director/Intelligence  
 Deputy Director/Plans  
 Deputy Director/Science and Technology  
 Deputy Director/Support

SUBJECT : National Policy Papers

REFERENCE:

1. On 13 November General Carter placed on Mr. Cline the responsibility for making certain that we have sound procedures for coordinating within the Agency all "National Policy Papers" before such papers are submitted to the DCI for his approval in behalf of the Agency.

2. The Deputy Director/Intelligence, in consultation with the addressee components, will submit to me by 1 December recommendations for internal coordination procedures of these papers.

3. When approved these procedures will be published in an Agency notice.

(signed) Lyman B. Kirkpatrick

cc: D/NIPE

O/ExecDir

Distribution:

Orig - DD/I

cc - Addressees

~~1 - DCI~~

~~1 - DDCI~~

1 - ExecDir

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SUSPENSE DATE: 1 December 1963

Lyman B. Kirkpatrick  
 Executive Director

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Executive Registry

63-87051

29 November 1963

MEMORANDUM FOR: The Executive Director

SUBJECT: Coordination of National Policy Papers  
within the Clandestine Service

REFERENCE: Action Memorandum No. 316

1. The coordination of national policy papers within the Clandestine Service follows a procedure established under DDP [redacted] of 21 October 1963 to deal with Strategic Country Studies (now called the "National Policy Series").

2. Under this procedure I or one of my designated representatives cooperate with the DDI in the preparation of substantive contributions to the Series and to continuing observation of their development and drafting. The DDI has primary responsibility for the CIA share of substantive contributions and is responsible, on behalf of the DCI, for ensuring that analysis and estimative positions reflect USIB views, normally NIE's. The Office of the DDI is also the initial point of contact between CIA and the Planning Group when studies are launched and will remain the primary point of contact thereafter with respect to analytical and estimative matters. It will coordinate regularly with the CS area division and any other CS component concerned. Coordination initially will be effected through my Senior Planning Officer, who thereafter will generally oversee coordination on my behalf. In liaison with DDI officers or representatives of the Planning Group, there will be no discussion of operational matters.

3. In a case where a country is of critical importance to the U.S. Government as either an intelligence base (USIB interest) or of actual or potential critical significance as a base for covert action operations (Special Group or Special Group (CI) interest), the CS area division concerned initiates a recommendation to me that action be taken to reflect this factor in the National Policy Series.

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4. With respect to CS action programs supporting approved national policy papers, there are two firm rules:

a. Proposed or actual CIA operations will not be listed in the study proper -- a paper of wide circulation which reaches many users who have no need to know of CIA operations;

b. Any new action programs or projects required for support of a given National Policy Series will be processed in the same manner as other CS programs and projects, including action by the Special Group when appropriate.

5. Copies of all official correspondence concerning the National Policy Series, including copies of papers sent to or through me for approval or concurrence, will be sent routinely to my Senior Planning Officer. In the absence of the Senior Planning Officer, the coordinating function for National Policy Series in the CS will be assumed by the Deputy Chief [redacted]

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[redacted]

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Richard Helms  
Deputy Director for Plans

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Executive Registry

63-870512

3 December 1963

MEMORANDUM FOR: Executive Director

SUBJECT : National Policy Papers

REFERENCE : Action Memorandum No. 316, same subject,  
dated 21 November 1963

1. Although "National Policy Papers" have been in preparation for several countries for almost a year now, no paper has yet run its course from initial draft to final policy. Indeed, the State Department Policy Planning Council itself has only recently begun to formulate procedures for handling these papers within the Department and throughout the Government. A brief summary of the process might be useful for indicating how the Agency itself will proceed.

2. A Policy Paper (there are 18 now in various stages of preparation) is prepared by a "responsible officer" on the basis of oral and written contributions made by representatives of appropriate agencies throughout the Government. The paper goes through a series of drafts on the basis of consultation with members of an Interagency Working Group established to deal with each paper. At some point in the drafting process, the paper is taken to the field for review by the Country Team. After a paper has reached a point where all agencies give it a working level signoff (or unresolved issues cannot be negotiated at the working level) the draft is turned over to Rostow. In the event of complete working level agreement, Rostow then submits it to the Secretary of State for his tentative approval. It is then passed to the appropriate Assistant Secretary of State for discussion and approval at the Interagency Policy Group chaired by the Assistant Secretary; if no such group is in existence, as in the case of the Far East and the Middle East, a group will be formed for the purpose of dealing with the paper. Upon getting the approval of all agencies at this level, the paper then becomes "authoritative, comprehensive, national

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policy." If there are difficulties that cannot be resolved by the working level consultants, Rostow will attempt to negotiate them out with the dissenting principals. This may be done via the Interagency Policy Group or bilaterally. If difficulties still remain, they will be dealt with at successively higher levels and ultimately by the President himself if that should prove necessary.

3. The Agency [redacted] participates in the preparation of all these papers from their inception.

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[redacted]

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4. The following arrangements have been made with State and have been informally agreed to by the DDI and the DDP for handling these papers:

a. Initial contact with respect to an upcoming Policy Paper is made from the Policy Planning Council to the Assistant Deputy Director of Intelligence (Policy Support) [A/DDI/PS].

b. The A/DDI/PS immediately informs the Special Assistant to the DDP (who alerts the responsible division) and the appropriate Senior Intelligence Support Officer (SISO) of the DDI.

c. The primary burden for substantive contributions and initial review on any paper falls to the responsible SISO, who keeps in close touch with his contact in DDP.

d. Normally, Agency contributions to the initial paper are minimal -- the primary responsibility for substantive input falls on INR, AID, the Pentagon, and USIA.

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e. In certain instances [redacted] Agency (primarily DDP) will be asked to provide a special "Intelligence Annex" which is designed to indicate some of the unique aspects of a country's relationship to the US as a result of either key intelligence collection installations or for other reasons.

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f. During the early stages of the drafting process, the SISO is expected to make sure that the emerging text is consistent with Agency views and information. Each draft as it emerges is made available to the appropriate components of DDP and DDI for review at the working level and, if necessary, to higher levels.

g. When the draft reaches a point where it will be moved from the Policy Planning Council to the Interagency Policy Group, the SISO will obtain the views of senior officials in the DDP and the DDI. If there is agreement in DDI and DDP and no major policy objection to the paper, the DDI will sign off for the Agency, advising the DCI and DDCI. If there is a disagreement between DDI and DDP, or if there is an important policy issue to which either the DDI or DDP object, the DDI will consult with the DCI and DDCI on appropriate steps by which to register the Agency view.

h. In the event that difficulties arise at the Interagency Policy Group, the DDCI and/or the DCI will be informed and their guidance sought.

5. It should be noted in closing that one of the difficulties that has been experienced with these papers thus far has been their length and their poor organization. This has been corrected so that the policy recommendations in the paper will be set forth separately (rather than interspersed throughout the paper) thereby permitting senior officials to review the major aspects of the paper without wading through 100-odd pages of analysis.

25X6 6. Two papers are close to being finished [redacted] Both of these will soon be coming before senior officials for their review and approval. 25X

[redacted]  
CHESTER L. COOPER  
Assistant Deputy Director (Intelligence)  
(Policy Support) 25X

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